

Message Text

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PAGE 01 STATE 062036
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TO AMEMBASSY MAPUTO IMMEDIATE

S E C R E T STATE 062036

E.O. 11652: GDS

TAGS: PFOR, PDIP, MZ, US

SUBJECT: MESSAGE TO MACHEL

REF: MAPUTO 203 (NODIS)

1. WE HAVE READ MACHEL'S LETTER TO PRESIDENT CARTER (REF-TEL) WITH GREAT INTEREST. IN REPLYING TO IT, THERE IS LITTLE WE CAN SAY ON RHODESIA UNTIL WE COMPLETE CONSULTATIONS WITH THE BRITISH, OR ON NAMIBIA IN THE ABSENCE OF A FIVE POWER DECISION ON AN APPROACH TO SOUTH AFRICA. WE HAVE EVERY INTENTION OF KEEPING OPEN THE DIALOGUE ON THESE SUBJECTS. OF MORE IMMEDIATE INTEREST, HOWEVER, IS THE OPPORTUNITY MACHEL'S MESSAGE MIGHT PROVIDE FOR PUTTING THE QUESTION OF OUR BILATERAL RELATIONS ON THE TABLE FOR SERIOUS DISCUSSION.

2. UNTIL NOW, THE QUESTION OF HOW TO MOVE IN IMPROVING OUR BILATERAL RELATIONS HAS BEEN ONE OF PICKING THE APPRO-
SECRET

SECRET

PAGE 02 STATE 062036

PRIATE TIME TO OPEN DISCUSSIONS AND HOW TO PURSUE ANY SUCH OPENING. GIVEN THE WARMTH OF MACHEL'S MESSAGE AND ITS DIRECT REFERENCES TO OUR RELATIONS, THIS MIGHT BE THE CHANCE TO OPEN A DIALOGUE AND QUIETLY EXPLORE POSSIBILITIES. ACCORDINGLY, THIS MESSAGE CONTAINS A PROPOSED DRAFT OF A LETTER FROM THE PRESIDENT TO MACHEL AND PROPOSED

GENERAL TALKING POINTS FOR USE WHEN YOU DELIVER THE MESSAGE.

3. WE REALIZE THAT THE DIFFICULTIES INVOLVED IN PURSUING SUCH A DIALOGUE ARE LIKELY TO BE GREAT AND THAT THERE WILL BE SERIOUS LIMITATIONS ON THE RANGE OF ISSUES WHICH MIGHT BE DISCUSSED. IN ADDITION, WE REALIZE ANY DISCUSSIONS WILL BE VULNERABLE TO MACHEL'S PERCEPTION OF OUR POLICY IN OTHER PARTS OF SOUTHERN AFRICA. WE DO NOT EXPECT DRAMATIC DEVELOPMENTS BUT RATHER SEE AN OPPORTUNITY FOR BEGINNING A PROCESS WHICH MIGHT OVER TIME BE PRODUCTIVE. INITIALLY AT LEAST, TOPICS FOR DISCUSSION PROBABLY COULD INCLUDE POSSIBILITIES FOR US INVESTMENT, VISA QUESTIONS, PRESS TREATMENT OF THE US, AND CONSIDERATION OF CULTURAL EXCHANGES. IN ADDITION, THERE MAY BE OTHER ISSUES YOU WOULD RECOMMEND BE RAISED.

4. IN CONSIDERING A POSSIBLE AGENDA OF ISSUES TO BE DISCUSSED WITH THE MOZAMBICANS, YOU SHOULD KEEP IN MIND THAT THERE ARE DIFFERING INTERPRETATIONS OF THE AGREEMENT REACHED WITH CONCERNED SENATORS REGARDING LIMITATIONS ON ASSISTANCE TO MOZAMBIQUE IN FY 77. UNTIL THIS IS RESOLVED, WE WILL NOT BE ABLE TO CONDUCT SERIOUS DISCUSSIONS ON THE SUBJECT OF DEVELOPMENT ASSISTANCE AND FOOD AID. WE WOULD LIKE TO PURSUE THE POSSIBILITY OF FOOD AID AS WELL AS A MODEST DEVELOPMENTAL ASSISTANCE PROGRAM FOR FY 78.

5. THE FOREGOING ANALYSIS AND THE DRAFTS ARE, OF COURSE, SUBJECT TO YOUR COMMENT AND REVIEW. IN ADDITION TO YOUR SECRET

SECRET

PAGE 03 STATE 062036

REVISIONS OF THE TEXT AND TALKING POINTS, WE WOULD ALSO LIKE YOUR VIEWS ON WHAT THE NEXT STEPS SHOULD BE IN DISCUSSIONS WITH THE MOZAMBIQUE GOVERNMENT, PROVIDED THAT MACHEL LEAVES THE DOOR OPEN AND PROVIDES YOU WITH A CHANNEL FOR CONTINUING TALKS.

6. DRAFT MESSAGE TO MACHEL -- BEGIN TEXT:

I HAVE READ CAREFULLY AND GREATLY APPRECIATED YOUR EXCELLENCE'S RECENT LETTER TO ME. I FULLY SHARE YOUR CONCERN WITH THE STRUGGLE FOR HUMAN DIGNITY WHICH IS TAKING PLACE IN SOUTHERN AFRICA. THE UNITED STATES IS COMMITTED TO WORKING TO HELP ATTAIN MAJORITY RULE IN SOUTHERN AFRICA THROUGH PEACEFUL MEANS. I AM KEENLY AWARE OF THE PARTICULAR DIFFICULTIES YOUR GOVERNMENT AND THE PEOPLE OF MOZAMBIQUE ARE FACING AS A RESULT OF THE ESCALATING VIOLENCE IN ZIMBABWE.

IN THE SEARCH FOR A NEGOTIATED AND PEACEFUL SETTLEMENT OF

THE PROBLEM OF ZIMBABWE, WE REMAIN IN CLOSE TOUCH WITH THE BRITISH GOVERNMENT AND ARE EXPLORING WAYS IN WHICH WE MAY MOVE FORWARD. THE UNITED STATES IS IN FULL SUPPORT OF THE MISSION WHICH BRITISH FOREIGN SECRETARY OWEN WILL UNDERTAKE IN AFRICA AS PART OF THE EFFORT TOWARD A NEGOTIATED SETTLEMENT TO THE PROBLEMS OF SOUTHERN AFRICA. YOUR VIEWS WILL BE VERY IMPORTANT. WE ARE PREPARED TO PLAY AN ACTIVE PART IN BRINGING ABOUT A SETTLEMENT AND WILL CONTINUE TO PROVIDE FULL BACKING TO THE BRITISH GOVERNMENT IN THIS EFFORT.

WE KNOW THE TASK WILL NOT BE AN EASY ONE, BUT A WAY MUST BE FOUND TO STOP THE BLOODSHED WHILE PROVIDING FOR A FREE AND INDEPENDENT ZIMBABWE IN WHICH ALL ITS PEOPLE WILL BE ACCORDED DIGNITY AND LIBERTY. WE RECOGNIZE THAT A SETTLEMENT MUST MEET AFRICA'S INTERESTS AND ESTABLISH CON-

SECRET

PAGE 04 STATE 062036

DITIONS IN THE AREA WHICH WILL ADVANCE THE WELL-BEING AND PROGRESS OF ALL NATIONS IN THE REGION.

SIMILARLY, IN NAMIBIA THE UNITED STATES IS COMMITTED TO A SETTLEMENT WHICH WILL ACHIEVE THAT NATION'S INDEPENDENCE IN THE SHORTEST PERIOD OF TIME POSSIBLE AND IN CONFORMITY WITH THE RESOLUTIONS OF THE UNITED NATIONS SECURITY COUNCIL.

I HAVE PLEDGED THAT THE UNITED STATES WILL WORK TO MAINTAIN PEACE AND HELP BUILD BETTER AND MORE COOPERATIVE INTERNATIONAL RELATIONSHIPS. I WAS, THEREFORE, PARTICULARLY APPRECIATIVE OF YOUR COMMENTS REGARDING NEW POSSIBILITIES FOR COOPERATION BETWEEN OUR TWO COUNTRIES. I FULLY FAVOR CONSOLIDATING AND FURTHER DEVELOPING THE FRIENDLY RELATIONS BETWEEN THE UNITED STATES AND MOZAMBIQUE, AND I WANT TO STAY IN CLOSE TOUCH WITH YOU THROUGH SECRETARY VANCE AND AMBASSADOR DEPREE.

OUR COUNTRIES SHARE THE COMMON EXPERIENCE OF A REVOLUTIONARY STRUGGLE TO GAIN OUR NATIONAL FREEDOM. THE UNITED STATES CAN APPRECIATE AND SYMPATHIZE WITH THE PARTICULAR DIFFICULTIES WHICH MOZAMBIQUE FACES AS A NEWLY INDEPENDENT COUNTRY. WHILE RECOGNIZING THE GREAT DISTANCE THAT DIVIDES US AND OUR DIFFERENT TRADITIONS, I FEEL WE SHOULD LOOK MORE TO THOSE IDEALS WHICH WE SHARE AND LESS TO THOSE FACTORS WHICH CAN DIVIDE US. THE UNITED STATES WOULD WELCOME THE OPPORTUNITY TO WORK TOGETHER TO BUILD FRIENDSHIP AND MUTUAL UNDERSTANDING SO THAT THE GOOD RELATIONS BETWEEN THE PEOPLE OF OUR TWO COUNTRIES WILL CONTINUE TO GROW. I HOPE THAT FRANK AND CANDID DISCUSSIONS BETWEEN

OFFICIALS OF THE GOVERNMENT OF MOZAMBIQUE AND AMBASSADOR

DEPREE AND HIS STAFF CAN BE INITIATED WHICH WILL ALLOW
FULL EXAMINATION OF THE POSSIBILITIES FOR IMPROVING AND
EXPANDING OUR RELATIONS. END TEXT.

SECRET

SECRET

PAGE 05 STATE 062036

7. SUGGESTED TALKING POINTS:

A. THE UNITED STATES IS GREATLY INTERESTED IN PURSUING A
DIALOGUE WITH MOZAMBIQUE ON HOW OUR RELATIONS CAN CONTINUE
TO DEVELOP. WE ARE CONFIDENT THAT BY WORKING TOGETHER,
AND THROUGH A FRANK EXCHANGE OF VIEWS, OUR TWO COUNTRIES
CAN BUILD A FIRM AND MUTUALLY BENEFICIAL RELATIONSHIP.

B. OUR EXCHANGES OVER THE SUBJECT OF ZIMBABWE AND NAMIBIA
ARE AN INDICATION OF HOW WE CAN WORK TOGETHER. WE COUNT
ON STAYING IN CLOSE TOUCH WITH YOU AS THE EFFORTS IN PUR-
SUIT OF SETTLEMENTS PROCEED.

C. WE WOULD LIKE TO DISCUSS WAYS IN WHICH THE UNITED
STATES CAN BE OF ASSISTANCE TO MOZAMBIQUE, ACCORDING TO
YOUR NEEDS AND OUR ABILITIES.

D. MOZAMBIQUE HAS MANY FRIENDS IN THE UNITED STATES AND
IN OUR CONGRESS AND THERE IS CONSIDERABLE INTEREST IN
YOUR NATION'S FUTURE. THERE ARE MANY AREAS WE CAN EXPLORE
SUCH AS TRADE, INVESTMENT, AND CULTURAL EXCHANGES.

E. IF YOU SEE MERIT IN UNDERTAKING A QUIET EXPLORATION OF
GREATER COOPERATION, WE WOULD APPRECIATE YOUR VIEWS ON
WHAT ISSUES SHOULD BE DISCUSSED AND HOW CONSULTATIONS
SHOULD BE PURSUED.

VANCE

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